

Chapter 2

LAND USE ELEMENT

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2.04

DEFINITIONS

As used in this plan:

“Adequate capital facilities” means facilities which have the capacity to serve development without decreasing levels of service below locally established minimums.

Arterial Streets. Arterial streets provide the systems primary traffic-carrying capacity. They are intended for higher volume use and provide routes for through trips from various destinations.

Arterial, Minor. Minor arterials serve the major traffic generators of the city, including the central business district, major commercial and residential areas, and the high school.

Arterial, Principal. Principal arterials are the major thoroughfares to, from, and through the city. As such they are subject to the highest traffic volumes and speeds. Direct access from primary arterials to abutting properties is discouraged.

“Available capital facilities” means facilities or services which are in place or that a financial commitment is in place to provide the facilities or services within a specified time. In the case of transportation, the specified time is six years from the time of development.

“Capacity” means the measure of the ability to provide a level of service of a public facility.

“Capital budget” means the portion of each local government’s budget which reflects capital improvements for a fiscal year.

“Capital facility” means an element of public infrastructure, such as electrical service, streets, a water supply system, sewers, stormwater systems, and other publicly-available utilities and facilities.

“Capital improvement” means a project to create, expand or modify a capital facility. Such a project may include design, permitting, environmental analysis, land acquisition, construction, landscaping, site improvements, and equipment. The cost of a capital improvement is generally non-recurring and may require multi-year financing.

“Commercial uses” means activities within land areas which are predominantly connected with the sale, rental, and distribution of products, or performance of services.

“Comprehensive plan” means a generalized coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to RCW 36.70A.

“Concurrency” means the concept that capital facilities that achieve and maintain the standards for level of service adopted in the comprehensive plan are available to serve new development no later than the impacts of the new development. This definition includes the two concepts of “adequate capital facilities” and “available capital facilities” described above.

“Concurrent development” means development which can be provided transportation services by the city within six years of the date of development approval.

“Consistency” means a requirement of GMA that no feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of the probability for orderly integration or operation with other elements in a system.

“Contiguous development” means development of areas immediately adjacent to one another.

“Coordination” means a requirement of GMA for consultation and cooperation among affected jurisdictions during the preparation (and subsequent revisions) of the comprehensive plan.

“Critical areas” means areas identified for protection and/or special regulation due to their sensitive nature or importance to the public health and welfare, and which include: (a) wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas.

“Cultural resources” means elements of the physical environment that are evidence of human activity and occupation. Cultural resources includes: (a) historic resources are elements of the built environment typically fifty (50) years of age and older, and may

be buildings, structures, sites, objects, and districts; (b) archaeological resources consist of remains of the human environment at or below the ground surface such as habitation sites; and (c) traditional cultural properties consist of places or sites of human activities which are of significance to the traditions or ceremonies of a culture. Traditional cultural properties do not necessarily have a manmade component and may consist of an entirely natural setting.

“Density” means a measure of the intensity of development, generally expressed in terms of the number of dwelling units per acre. It can also be expressed in terms of population density (e.g., people per acre or square mile). Density is useful for establishing a balance between potential local service use and service capacities.

“Department of Ecology (DOE)” means the Washington State Department of Ecology.

“Determination of Nonsignificance (DNS) means a written decision by an agency conducting a SEPA (State Environmental Policy Act) review of a proposed action that the proposal is not likely to have a significant adverse environmental impact, and therefore an EIS is not required.

“Duplex” means a building containing two dwelling units. A duplex must be built on-site and consists of one structure with two residential units. The units may be connected by a common wall or a carport. Duplex units should be constructed with a compatible design and materials to the surrounding neighborhood. In addition, in the instance where a duplex unit is created by the addition of another unit to an existing unit, the new unit must be compatible with the design and materials of the existing unit.

“Essential public facilities” means those public facilities that are typically difficult to site due to the nature of their use, including but not limited to those uses set forth in RCW 36.70A.200.

“Environmental Impact Statement (EIS)” means a document that discusses the likely significant impacts of a proposal. This type of document is required by SEPA.

“Financial commitment” means the identification of sources of public or private funds or combinations thereof; the determination that such funds will be

sufficient to finance capital facilities necessary to support development; and the assurance that such funds will be timely put to that end.

“Geologically hazardous areas” means areas that because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns.

“Goal” means the long-term end toward which programs or activities are ultimately directed.

“Growth Management Act (GMA). This is the Act (RCW, Chapter 36.70A, and all subsequent amendments) which requires most Washington counties, along with their associated municipalities, to formally prepare long-range development and financial plans to accommodate projected growth for the next twenty (20) years.

“Household” includes all the persons who occupy a group of rooms or a single room which constitutes a housing unit.

“Impact fee” means a fee levied by a local government on new development so that the new development pays its proportionate share of the cost of new or expanded facilities required to service that development.

“Industrial uses” means the activities predominantly connected with manufacturing, assembly, processing, or storage of products.

“Infrastructure” means those man-made structures which serve the common needs of the population, such as: sewage disposal systems, solid waste disposal sites or retention areas, stormwater systems, utilities, bridges, and roadways.

“Land use” means a classification system which identifies the types of activities allowed (e.g., agriculture, residential, industrial, etc.), the population densities permitted, and the appearance of the development (e.g. heights and sizes of structures, building placement, and landscaping).

“Level of service” means a quantifiable measure of the amount of public facilities or services that must be provided per unit of demand or other appropriate measure of need for both existing and potential future users.

“Low Impact Development (LID)” means a stormwater and land use management strategy that strives to mimic pre-disturbance hydrologic processes of infiltration, filtration, storage, evaporation and transpiration by emphasizing conservation, use of on-site natural features, site planning, and distributed stormwater management practices that are integrated into a project design.

“LID Best Management Practices (BMPs)” means distributed stormwater management practices, integrated into a project design, that emphasize pre-disturbance hydrologic processes of infiltration, filtration, storage, evaporation and transpiration. LID BMPs include, but are not limited to, bioretention/rail gardens, permeable pavements, roof downspout controls, dispersion, soil quality and depth, minimal excavation foundations, vegetated roofs, and water re-use.

“LID Principals” means land use management strategies that emphasize conservation, use of on-site natural features, and site planning to minimize impervious surfaces, native vegetation loss, and stormwater runoff.

“Long-term commercial significance” means an analysis of the growing capacity, productivity, and soil composition of the land considered in the context of the land’s proximity to population areas and the possibility of more intense uses of the land which is used as an indication of its long-term potential for commercial production.

“Manufactured housing” means a manufactured building or major portion of a building designed for long-term residential use. It is designed and constructed for transportation to a site for installation and occupancy when connected to required utilities.

“Mixed Commercial Development.” Allows a compatible mix of retail commercial, office uses, general services, light manufacturing and residential development located at selected nodes. Design standards are included in the adopted Design Standards and Guidelines manual to emphasize building and site design components.

“Mobile home” means a single, portable manufactured housing unit, or a combination of two or more such units connected on-site, that is:

- a. Designed to be used for living, sleeping, sanitation, cooking, and eating purposes by one household only and containing independent kitchen, sanitary, and sleeping facilities; and
- b. Designed so that each housing unit can be transported on its own chassis; and
- c. Placed on a temporary or semi-permanent foundation; and
- d. Is over thirty-two (32) feet in length and over eight feet in width.

“Multi-family Housing.” As used in this plan, multi-family is all housing which is designed to accommodate more than one household.

“Overlay” is a special district that provides opportunities to accomplish specific zoning objectives that could include; higher density uses for residential and commercial development; provision of open space and achieving other public policy goals.

“Policy” means the way in which programs and activities are conducted to achieve an identified goal.

“Public facilities” means facilities available for use by the general citizenry including streets, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, electrical power, parks and recreational facilities, and schools.

“Public services” means services which are publicly available including fire protection, law enforcement, public health, education, recreation, environmental protection and other governmental services.

“Single-Family Housing.” As used in this plan, a single-family unit is a detached housing unit designed for occupancy by not more than one household.

“State Environmental Policy Act (SEPA)” means a state law intended to minimize environmental damage caused by proposed public and private actions. SEPA requires that state agencies and local jurisdictions consider environmental factors when making decisions on activities such as development proposals as well as planning actions. As part of this process, environmental review documents are prepared and opportunities for public comment are provided. (RCW 43.21C; WAC 197-11)

Streets, Local Access. Local access streets serve low intensity traffic generators, most typically single-family residences.

“Special district” is a land use designation that indicates a special zoning classification to accomplish specific zoning objectives.

“Urban governmental services” means those governmental services historically and typically delivered by cities, and includes storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non-urban areas.

“Urban growth” means growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to conflict with the primary use of such land for agriculture, forestry, or mineral extraction of long-term commercial significance. When spread over wide areas, urban growth typically requires urban governmental services.

“Urban growth area (UGA)” means the designated area around and including recognized municipalities within which residential and commercial growth is focused (over the next twenty (20) years), the greatest densities are allowed, and high levels of service are to be developed and maintained to adequately support population densities and growth.

“Urban Village Mixed Use” is a land use designation, as part of an overlay zone, intended to provide for higher density residential and commercial development in a designated geographic area, providing the benefits of mixed-use development, open space, quality development design and efficiency of land use.

“Wetland” means areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created

from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities. However, wetlands may include those artificial wetlands intentionally created from non-wetland areas to mitigate conversion of wetlands, if permitted by the county or city.

“Zoning” means a technique of land use control by which specific geographic areas are designated by ordinance (text and map), and regulated as to the types of uses, and development standards that are allowed.

LAND CHARACTERISTICS AND TYPES OF LAND USE

The inventory presented in this element provides information useful to the planning process. It does not include all of the data or information that was gathered, but has presented the relevant information in an organized and useful format. Additional data are located in the appendices and support documentation. The first part of the inventory summarizes the general development of physical descriptions or types of land use. The second portion summarizes the city's specific information. The analysis of this information is in the last section of the land use element.

Physical Description

Topography and Geology

The city of Sedro-Woolley lies on the north side of the Skagit River which runs generally east and west (See Figure LU-1 Sedro-Woolley Vicinity). Elevations in Sedro-Woolley range from thirty-six (36) to two hundred and eighty-three (283) feet above sea level. The foothills of the Cascade Range lie to the east, and reach elevations of four thousand (4,000) feet. To the west is the broad delta of the Skagit River.

Sedro-Woolley is located at the transition between these two physiographic areas. Much of the incorporated area lies in the historic delta of the Skagit River. Only a small portion of the southernmost portion of the City lies within the 100 year floodplain as defined in the FEMA Flood Insurance Rate Map. A slightly larger area lies within the 500 year floodplain – mostly in the area south of State Street. This area is level to nearly level alluvial bottom land. However, immediately to the north is an area consisting of level to extremely steep glaciated uplands, glaciolacustrine terraces, and glacial outwash terraces. Relative minor areas are influenced by the geology of the bedrock which is typically phyllite and sandstone.

Due to the potential for flooding in the floodplain delta immediately adjacent to the Skagit River, the majority of new development is planned for the upland area in the northern portion of the urban growth area. Some of this area may not be suitable for development due to steep slopes. This constraint has been taken into account and offset by encouraging appropriate development in these areas consistent with the Critical Area Ordinance.

* Soil Survey of Skagit County Area, Washington, U.S. Department of Agriculture, Soils Conservation Service, 1989, p.2.

Soils

Some of the soils in Sedro-Woolley are associated with the floodplain of the Skagit River. This association has produced a soil map unit known as Urban land-Mt. Vernon-Field complex which consists of very deep, moderately well-drained, relatively level soils.

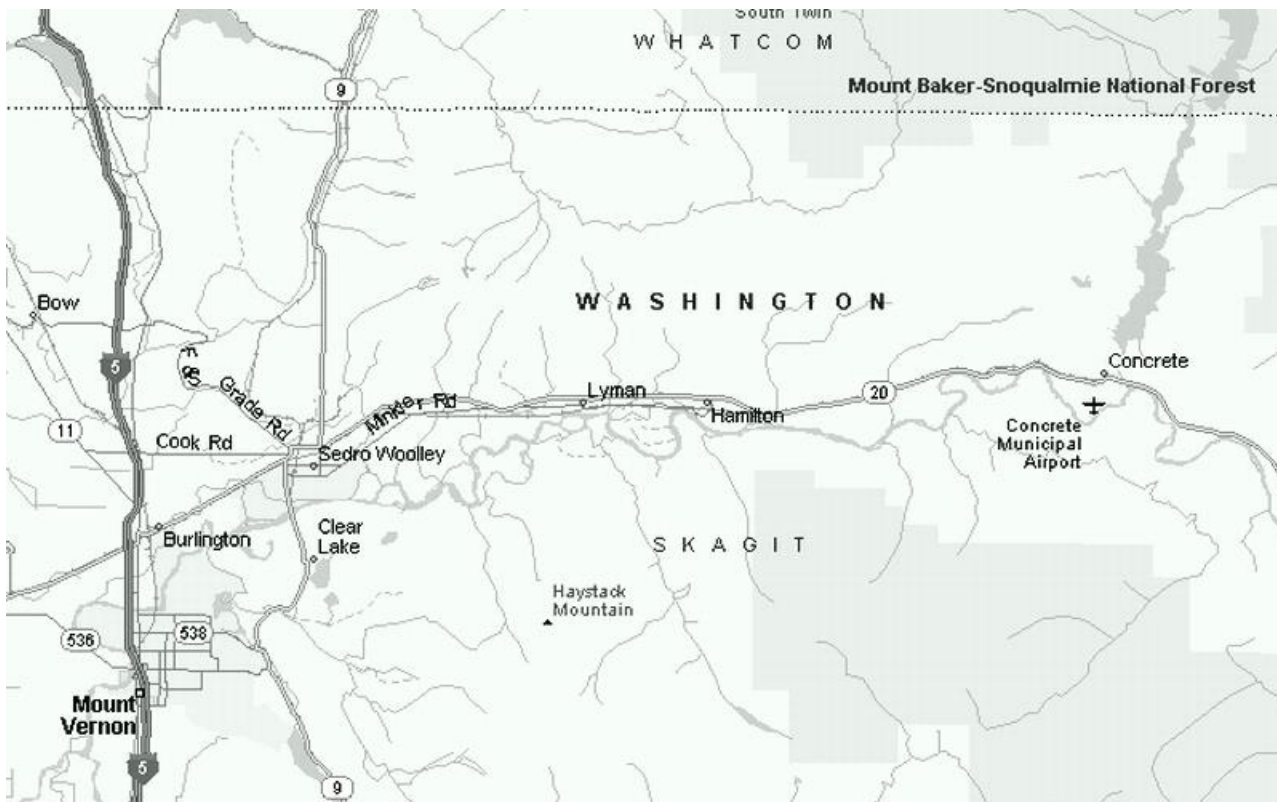
North of State Route 20 in the central part of the urban growth area, the predominant soils are Minkler silt loam and Skipopa silt loam. The Minkler unit consists of very deep, moderately well-drained soils which formed on river terraces. Glacial activity has influenced the Skipopa silt loam which is also very deep, but poorly drained due to underlying glaciolacustrine sediments. Limitations for development within these soil units consist of potential flooding (Urban land-Mt. Vernon-Field complex and Minkler silt loam), perched water table and slow permeability (Skipopa silt loam), and seasonal high water table (Mt. Vernon-Field complex).

The area between Sapp Road and Bassett Road is made of several discontinuous soil units, primarily Dystric Xerochrepts, Barneston gravelly loam, and Hoogdal silt loam. Dystric Xerochrepts is a soil found on steep escarpment which is moderately deep to deep and well-drained. Barneston gravelly loam is very deep, somewhat excessively drained and found on outwash terraces. Hoogdal silt loam is a very deep and moderately well-drained soil located on short

upland slopes. The area consisting of these three soils has the most limitations in terms of constructing homesites. The Dystric Xerochrepts units are limited by extremely steep slopes. Barneston gravelly loam has poor filtering capacity which limits its suitability for septic systems. The moderate to steep slopes found within Hoogdal silt loam map unit create moderate limitations which will be taken into account for each development.*

* Soil Survey of Skagit County Area, Washington, U.S. Department of Agriculture, Soils Conservation Service, 1989, p. 16,44,59,76,97, & 116.

**Figure LU-1
Sedro-Woolley Vicinity**



Surface Water

The Skagit River was the primary source of transportation during the early years of Skagit County. The salmon that thrived in the river also contributed to the local economy. In more recent years, the water quality and habitat value of the river have declined due to runoff from agricultural, urbanization, and clear cut areas. Increased soil erosion from upland areas has caused siltation of the river bottom reducing its navigability. The silty bottom has also discouraged salmon from spawning as they prefer a gravelly river bottom for laying eggs. Many locals believe the siltation is also responsible for the increased frequency and duration of flooding. They surmise that as the river bottom fills with sediments, the water is displaced causing the river level to rise.

Brickyard Creek and Hansen Creek are the primary conveyances for storm water to the Skagit River. Hansen Creek flows north and south along the eastern edge of the urban growth boundary. Due to the low level of urbanization adjacent to Hansen Creek, it is less important as a storm water conveyance. However, its value as habitat for fish and other wild-life species is very significant.

Brickyard Creek runs from the northeast to the southwest to where it meets the Skagit River. Most of the recent development in Sedro-Woolley drains into Brickyard Creek which is currently close to its maximum capacity. A recent study completed by Sturdy Engineering of Mount Vernon identified a number of restrictions caused by undersized or offset culverts that reduce the available capacity of Brickyard Creek. A major restriction where the creek crosses State Route 20 in the western portion of the urban growth area was removed in the summer of 1996 with the completion of a new culvert and fish ladder.

The conflict created by use of Brickyard Creek as a drainage facility and fish and wildlife habitat has resulted in difficulties for all concerned. Prior to the early 1960's, Brickyard Creek flowed to the northwest where it joined the Samish River. However, a

major ditching effort altered its course from a point in the vicinity of the Brickyard Creek subdivision on north Reed Street. From this point to its confluence with the Skagit River, Brickyard Creek has been totally engineered.

The Sedro-Woolley sub-flood control district was created by the county in 1972 to manage the drainage functions of the creek. The District was dissolved in 2012 and management of the creek was assumed by the city Public Works Department. Now any development which discharges stormwater to Brickyard Creek must receive approvals from the Public Works Department and the Department of Fisheries. The competing goals and mission statements of these two agencies can cause extensive delays and frustrations for developers and the local jurisdictions. The city of Sedro-Woolley adopted its Stormwater Management Plan in 1997. The Plan will be updated in conjunction with the 2016 Comprehensive Plan update. The city of Sedro-Woolley has adopted the Department of Ecology Stormwater Management Manual for Western Washington as the basis for its stormwater management activities. The city will adopt the most current Manual as required by the city's National Pollution Discharge Elimination System (NPDES) Stormwater Permit, including implementation of the LID requirements, and other programs or requirements of future permits.

On a larger scale, surface water provides the primary source of water for Skagit County. Public Utility District Number 1 of Skagit County is responsible for collecting, treating and distributing potable water for the majority of the county. Sedro-Woolley's water comes from Judy Reservoir located south of the Skagit River. Surface water from the state and private lands is collected there and treated before being distributed to Sedro-Woolley.

Ground Water

Ground water is located below the earth's surface within the spaces between individual soil particles. Where there are layers of porous soil or rock sandwiched between less permeable layers, an aquifer is

created. Many jurisdictions depend on aquifers as a primary source of water.

With so many jurisdictions removing water from aquifers, they must somehow be replenished. Areas where surface water filters through the ground to an aquifer are called aquifer recharge areas. The quality of surface water and the recharge areas is extremely important, because any contamination transmitted through these areas will affect the entire aquifer. In addition, because the ground water system is so extensive, once polluted it is very difficult to impossible to clean. A section of the city's Critical Areas Ordinance provides regulations for the identification and protection of aquifers.

Along with this ordinance are established a number of policies designed to protect the quality and quantity of ground water which is used for public water supplies. In addition, this ordinance also regulates drainage, flooding, and storm water runoff which may discharge pollutants to the groundwater. The city's Critical Areas Ordinance is codified in SWMC 17.65.

Wetlands

Wetlands are located primarily within the northern portion of Sedro-Woolley and its outlying vicinity. Specific locations of wetlands must be ground-truthed. For study purposes, the National Wetland Inventory maps were used. The area of wetlands shown on these maps totals approximately 189 acres. This amounts to 3.6% of the urban growth area. An ordinance regulating development in wetland areas, and requiring site by site reconnaissance was first adopted by the city in March of 1992. A complete Critical Areas Ordinance was adopted in 2005 and addresses development that may affect wetlands and wetland buffers. The CAO was updated in 2016 in conjunction with GMA mandated updates to the Comprehensive Plan.

Frequently Flooded Areas

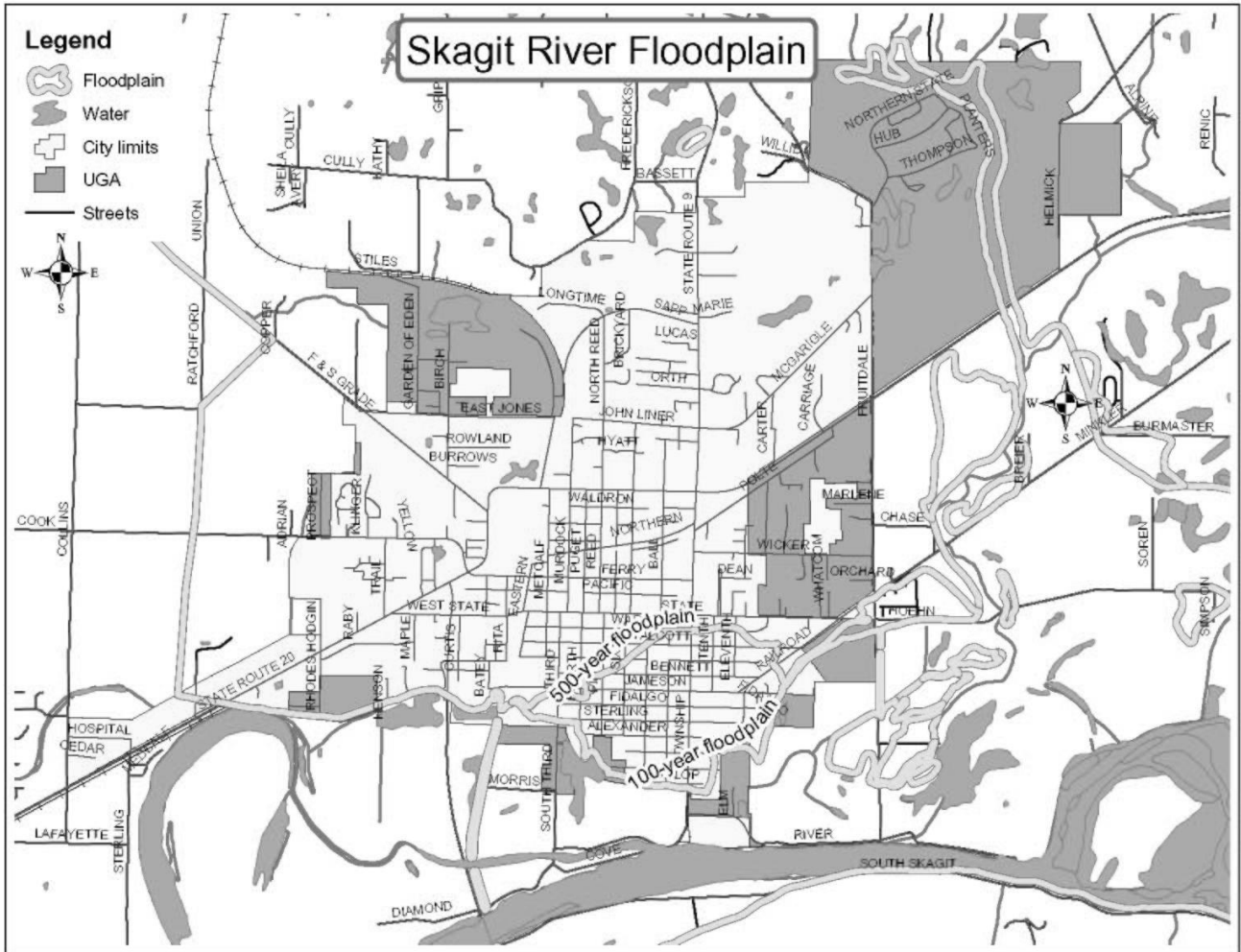
Sedro-Woolley is extremely fortunate in comparison to other municipalities in Skagit County. Almost

all of its urban development is located outside of the one hundred (100) year floodplain. The one hundred (100) year flood elevations associated with the Skagit River were mapped by the Federal Emergency Management Agency in December of 1989. These elevations are fifty-two (52) feet in the eastern portion of the urban growth area, and forty-three (43) feet in the western portion (See Figure LU-2). All critical public facilities are located outside of the floodplain with the exception of the United General Hospital. The issue of the hospital location will have to be addressed on a site-specific basis as construction occurs.

Floods associated with the Skagit River occur primarily during November and December as a result of winter rainstorms. Spring floods can also occur when snowmelt caused by a sharp increase in temperature combines with unusually high levels of rainfall. This is a relatively rare occurrence, however, but was evidenced as recently as the spring of 1990. The record of past flood events in Sedro-Woolley is scarce, suggesting that the flood hazard on a community-wide scale is relatively low.*

* Flood Insurance Study: City of Sedro-Woolley, Washington, Skagit County, Federal Emergency Management Agency, December 5, 1989, p. 4.

**Figure LU-2
Floodplain**



Habitat

The primary wildlife habitats species in Sedro-Woolley are located along stream and river corridors. Anadromous fish runs have been identified in Brickyard Creek and Hansen Creek by the Washington State Department of Natural Resources (DNR). Other primary habitat areas are the palustrine wetlands located north of the incorporated city. Maps prepared by the Washington State Department of Wildlife showing detailed information for the Sedro-Woolley urban growth area are available for review at the office of the planning department. These areas are protected by the city's Critical Areas Ordinance which prescribes specific setbacks from stream and river banks and wetlands in order to protect water quality, enhance habitat and limit disturbances to animals.

Types of Land Use

In June of 1994, the Sedro-Woolley city council approved the comprehensive plan, land use element and comprehensive plan map presented in this comprehensive plan as the adopted land use plan. (See Figure LU-3 Adopted Land Use Plan). The land use map has been updated numerous times since 1994. Every rezone or UGA modification or annexation requires an update of the land use map.

2.12

EXISTING LAND USES AND LAND AVAILABILITY

The following data is provided as a statement of the current status of land availability. The jurisdictions in Skagit County have reviewed the State Office of Financial Management's (OFM) high, medium and low growth projections for Skagit County. Through a cooperative planning process, which included review by the Skagit Council of Government (SCOG) Growth Management Steering Committee, the jurisdictions determined that a medium-low population growth projection for the next 20 years is the best estimate. The expected population projection through 2036 in Skagit County is 155,452 residents. This is an increase of 35,751 from the estimated 2105 population. Complete data regarding the County's projected population growth can be found in the Countywide Planning Policies.

The 2036 population forecast for Sedro-Woolley and its unincorporated UGA is 17,069. (The 2025 population forecast for Sedro-Woolley, including the unincorporated urban growth area, was 15,000.) The 2015 estimated population of Sedro-Woolley is 10,700 residents in the city, and 12,514 in the city and UGA combined. Therefore an increase of 4,555 residents is expected – and must be planned for – in the city and UGA between 2015 and 2036.

2015 OFM Estimated Population

City Limits: 10,700

Unincorporated UGA: 1,814

The current city limits encompasses 4.1 square miles.

On behalf of the City of Sedro-Woolley, the economic and development consulting firm E. D. Hovee & Company, LLC (EDH) has prepared a buildable land and land capacity analysis report (Report) as part of the City's Comprehensive Plan update which also involves review of urban growth area boundaries. The analysis is intended to meet requirements of

the Skagit County Code (Chapter 14.08 SCC) together with Skagit County Planning Policies and City of Sedro- Woolley planning policies.

The Report is focused on evaluating the relationship of the buildable capacity to projected need for commercial/industrial (employment) and residential uses over the 20-year planning horizon from 2016 to 2036. Based on the allotment of the Skagit County Council of Governments (SCOG), Growth Management Steering Committee, Sedro-Woolley's population is projected to increase to 17,069 by 2036, an increase of 4,555 residents. Employment is forecast to increase by 4,427 for a total of 9,179 jobs. The Report addresses whether, and under what circumstances, land capacity will be adequate to accommodate these projections. The Report and August 25, 2015 addendum are included as Attachment A to the Land Use Element.

The Report included projected employment growth at the Center of Innovation and Technology (formerly Northern State Hospital Campus) that was annexed into city limits in 2015. A Planned Action Environmental Impact Statement was performed for the 225 acre property in 2015. The Preferred Alternative action of the Final EIS identified a capacity for – and identified mitigation measures for – 2,855 jobs at the facility. Those jobs are tied to the campus and not allocated towards the commercial/industrial land inventory outside the campus.

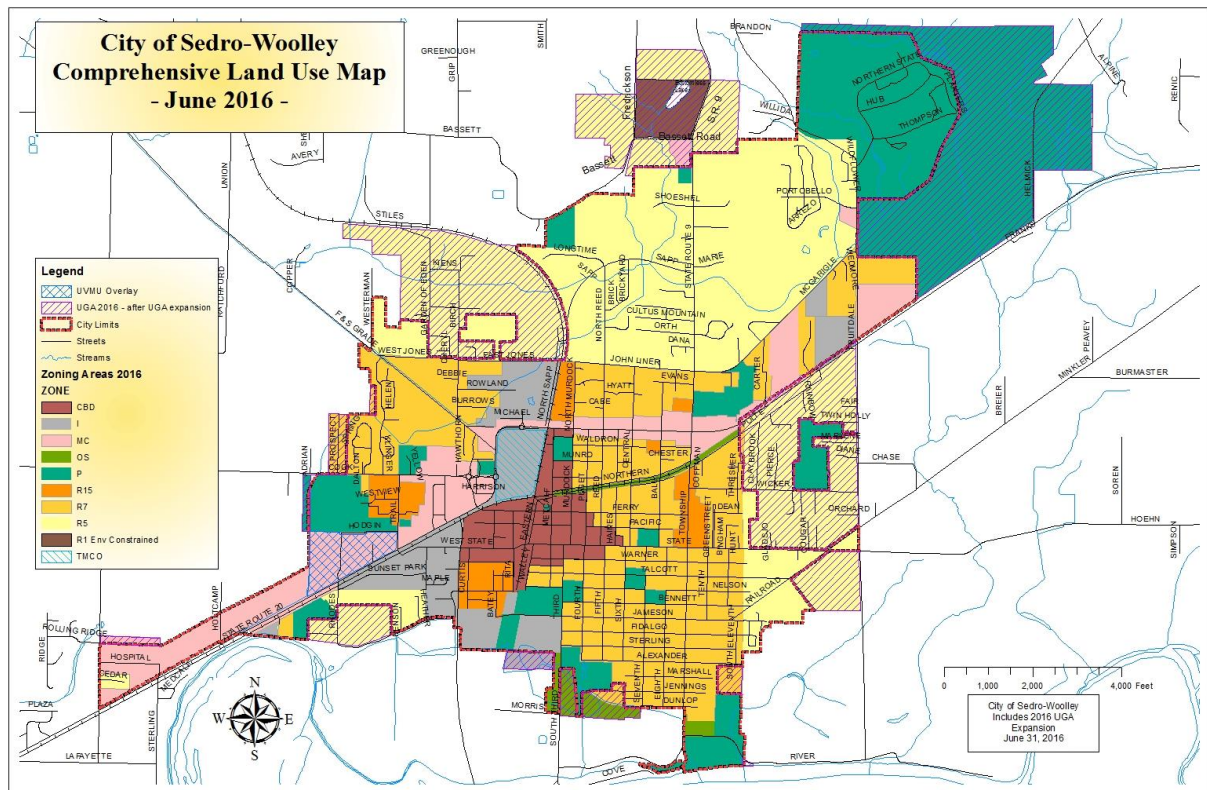
The Report showed that the UGA did not have adequate land supply to accommodate the projected population and employment growth through 2036. To accommodate the projected growth, the UGA boundaries were expanded in 2016 by the Skagit County Board of County Commissioners. As part of the UGA expansion that the Board of County Commissioners approved, two city-owned parcels were also added to the UGA; one zoned Open Space, the other zoned Public. The two city-owned parcels do not affect population and employment land inventory, but add to the amount of recreational and open space land in the city's inventory. The land area within the

parcels added to the UGA in 2016 totaled approximately 172 acres. The data in the Report reflect the UGA size and land uses prior to the 2016 UGA expansion. The updated area for each zone is as follows:

Zone	Acres
Residential 1 (R-1)	43
Environmentally Constrained	
Residential 5 (R-5)	1,201
Residential 7 (R-7)	565

Zone	Acres
Residential 15 (R-15)	82
Central business district (CBD)	76
Mixed commercial (MC)	267
Industrial (I)	199
Public use (P)	836
Open space (OS)	37
Total	3,306

**Figure LU-3
Proposed Land Use Plan**



2.16

LAND USE GOALS AND POLICIES

Goal LU1: To safely accommodate population growth without causing urban sprawl.

Policy LU1.1: Establish an urban growth area (UGA) to include existing and future urban land uses.

Policy LU1.2: Prevent urban development outside the urban growth area (UGA).

Policy LU1.3: Allow expansion of Sedro-Woolley through annexations primarily for single-family residential development.

Policy LU1.4: Pursue industrial park development within all industrial designated areas.

Policy LU1.5: Buffer commercial and industrial land uses when they abut residential development.

Policy LU1.6: Provide for limited commercial development catering to auto-oriented customers and tourists along State Route 20, outside the central business district.

Goal LU2: To coordinate land use decisions within and surrounding the urban growth area with other jurisdictions.

Policy LU2.1: Support inter-jurisdictional efforts to address problems which may arise having regional impacts.

Policy LU2.2: Coordinate with Skagit County and the city of Burlington to limit development and preserve a green belt/open space in the area between the Sedro-Woolley and Burlington UGAs.

Policy LU2.3: The urban growth area is subject to joint planning by the city of Sedro-Woolley and Skagit County. Coordinate review with Skagit County of development proposals within the UGA to en-

sure consistency with the goals of the comprehensive plans. The city shall enter into any necessary Memorandum of Agreements with the county regarding codes and standards to be applied in the UGA.

Policy LU2.4: Encourage UGA growth to the north of city limits.

Goal LU3: To provide concurrent urban services.

Policy LU3.1: Coordinate land use decisions with the transportation and capital facilities elements of the comprehensive plan.

Policy LU3.2: Establish transportation and sanitary sewer services as “urban” services requiring concurrency under the Growth Management Act (GMA).

Policy LU3.3: Do not approve developments that cannot be serviced by city transportation and sewer services.

Policy LU3.4: Deny approval to developments that would lower streets or sewer lines below established levels of service standards, unless:

1. The city accounts for such deficiency in its capital facilities plan, or
2. The developer provides services which maintain the level of service standard.

Policy LU3.5: Ensure that new development bears its fair share of the cost of associated increases in required capital facilities and services.

Policy LU3.6: Prohibit extension of city sewer services outside of the city limits without annexation and transference of governance.

Goal LU4: To reduce damages from natural disasters and preserve the characteristics of the natural environment.

Policy LU4.1: Promote open space, recreation, and agriculture as the highest and best use of land in flood-prone areas.

Policy LU4.2: Implement a community flood-preparedness program.

Policy LU4.3: Require new residential development in outlying areas to provide adequate buffer areas to relieve conflict with adjacent operations on natural resource lands that may be incompatible with residential living.

Policy LU4.4: Provide effective and timely application of sensitive and critical area land use policies, including SEPA review for all developments involving potentially significant environmental issues.

Policy LU4.5: Coordinate with Skagit County and the other jurisdictions in county to update and maintain the Skagit County Natural Hazards Mitigation Plan.

Goal LU5: To preserve community character.

Policy LU5.1: Focus commercial development in the central business district and discourage strip commercial development.

Policy LU5.2: Resist growth pressures which could have a negative impact on community values.

Policy LU5.3: Seek and support developments that further the community character of Sedro-Woolley.

Policy LU5.4: Preserve and enhance Sedro-Woolley's rural and agricultural character by allowing necessary agricultural support services and facilities.

Policy LU5.5: Prevent incompatible uses within residential areas.

Policy LU5.6: Ensure that the community's planning programs reflect basic community values.

Policy LU5.7: Recognize the rights of property owners to freely use and develop private property consistent with city regulations.

Policy LU5.8: Encourage high standards of appearance in all residential areas and in other high visibility areas.

Goal LU6: To provide clear review and approval processes for land use actions.

Policy LU6.1: Adopt a future land-use map as a part of this comprehensive plan as a guide for development of zoning regulations.

Policy LU6.2: The following categories shall be used on the future land use map. Permitted uses will be refined in the development regulations which shall accompany the comprehensive plan.

CBD: Central Business District. Allows all forms of commerce which are geared to the centralized provision of goods and services within easy walking distance. Commercial retail and office uses are allowed on the first floor, and retail compatible uses on the second floor. In addition, multifamily housing located above the first floor or at the rear of a commercial and/or retail occupancy is allowed.

MC: Mixed Commercial. Allows a compatible mix of commercial and residential development with standards intended to present an attractive and welcoming appearance to visitors at the entrances to the city and at selected nodes along major roads.

I: Industrial. Allows office parks, wholesaling, manufacturing, live/work units, and limited retail and services.

R-15: Residential (15). Allows multi-plex developments of up to eight units per building, to a maximum density of fifteen (15) dwelling units per acre.

R-7: Residential (7). Allows single lot developments to a maximum density of seven units per acre, with a

minimum lot size of six thousand (6,000) square feet. Allows duplexes on appropriately sized lots (minimum duplex lot size of nine thousand (9,000) square feet). Allows planned residential developments (PRDs) with varying residential densities as a conditional use.

R-5: Residential (5). Allows single lot developments to a maximum density of five units per acre, with a minimum lot size of eight thousand four hundred (8,400) square feet. Allows planned residential developments (PRDs) with varying residential densities as conditional uses.

R-1: Residential Environmentally Constrained. Allows single lot developments to a maximum density of one unit per acre, to protect unique and environmentally sensitive lands. Allows planned residential developments (PRDs) with varying residential densities as conditional uses.

P: Public. Allows parks, schools, public infrastructure and other developments intended primarily for public use.

OS: Open Space. Land which may not be residentially developed. Includes identified sensitive and critical areas. Agriculture and recreational uses shall remain a permitted use in open space areas under the provisions established for sensitive or critical areas.

S: Special Districts provide opportunity for land use designations to accomplish specific public policy goals that include overlay zones and other zoning approaches, including:

Urban Village Mixed-Use (UVMU) overlay zone. An overlay zone, in a specific geographic area, that allows for and encourages higher density residential and commercial development in a mixed-use development. This overlay zone will encourage higher concentration of development allowing for open space, efficient use of land and a more urbanized environment.

Transitional Mixed Commercial Overlay (TMCO). The intent of this overlay is to encourage the conversion of the underlying zone from Industrial to Mixed Commercial Zone. Ultimately, the area in the overlay is intended to become a compatible mix of commercial and residential development. Standards are intended to present an attractive and welcoming appearance to visitors. This area is situated at the center of town and is highly visible from State Route 20 and State Route 9. The area is intended to develop commercially so as to attract more visitors to the core of the city, which includes the adjacent Central Business District. The Transitional Mixed Commercial overlay is intended to allow the continuing use of the property for its historical industrial uses as the commercial transition process proceeds.

Policy LU6.3: Establish a concurrency review procedure. The developer shall be responsible for providing information on impacts the proposed development will have on public services. The city shall be responsible for determining if adequate public facilities can be provided to the development within the confines of the current Capital Facilities Plan.

Policy LU6.4: Develop and implement design review procedures for all land use zones. Residents and property owners in the affected designation areas shall be involved in this process, to the extent possible.

Policy LU6.5: Develop and implement a local historic and cultural preservation procedure.

Policy LU6.6: Encourage community involvement and participation in the land use decision making process, and provide understandable information and notices to affected residents and the press, to enable meaningful involvement and participation.

Goal LU7: To preserve Sedro-Woolley's unique history and small-town character.

Policy LU7.1: Preserve historically-significant buildings, trees and sites within the Sedro-Woolley UGA through the development of historic preservation and urban forestry programs.

Policy LU7.2: Preserve culturally-significant sites identified within the Sedro-Woolley urban growth area. Do not allow development or encroachment upon sites identified as significant by the Upper Skagit Tribe.

Policy LU7.3: Recognize and retain logging and other timber-industry practices as a heritage of this community. Strive to preserve this heritage while supporting and encouraging the development of modern forest-practices industries.

Policy LU7.4: Establish a renewable forest-industry and river wildlife theme for public spaces within the UGA.

Policy LU7.5: Create and adopt a neighborhood plan for the central business district (CBD). Adopt design standards to preserve the “small town” character of the retail area.

Goal LU8: To maintain a hospitable, welcome environment for new Sedro-Woolley residents.

Policy LU8.1: At the neighborhood level, establish citizen welcoming committees, responsible for welcoming new Sedro-Woolley residents to the community.

Policy LU8.2: Conduct community receptions concurrent with the opening of major apartment developments, mobile home parks or residential subdivisions. These receptions should be sponsored by the city in conjunction with local community organizations.

Policy LU8.3: In conjunction with the Sedro-Woolley chamber of commerce, prepare a brochure entitled “Welcome to Sedro-Woolley.” This brochure should provide emergency information, local history,

information on annual community activities, and a community resource list. It should be distributed to all new Sedro-Woolley residents, and be available in both English and Spanish.

Goal LU9: To welcome and encourage multiculturalism.

Policy LU9.1: To not tolerate discrimination based upon sex, race, ethnicity, income, lifestyle, religion, language or place of origin in any activity occurring within the UGA.

Policy LU9.2: Upon request, provide public documents and election materials in languages other than English.

Policy LU9.3: Encourage and promote the development of minority businesses within the UGA.

Policy LU9.4: Recognize and retain Native American culture present within and near the UGA. Improve and enhance relations with the Upper Skagit Tribe. Encourage development of Tribal businesses within the CBD.

Goal LU10: To create a safe, active environment for youth.

Policy LU10.1: To not tolerate the formation, activity or existence of gangs within the UGA.

Policy LU10.2: Seek to reduce youth violence through intervention and education.

Policy LU10.3: In conjunction with community organizations and the Sedro-Woolley school district, provide comprehensive youth activity programming during after-school hours and evenings. Coordinate this programming with recreation activities proposed in the parks and recreation element of the comprehensive plan.

Policy LU10.4: Maintain well supported and equipped police and fire protection services.

Policy LU11: To further community values through education.

Policy LU11.1: In conjunction with the Sedro-Woolley school district, ensure that the curriculum within Sedro- Woolley schools emphasizes community history and reflects community values.

Policy LU11.2: In conjunction with the Sedro-Woolley school district, ensure that the curriculum within Sedro-Woolley schools emphasizes social and environmental responsibility.

Policy LU11.3: Establish a joint agreement between the city of Sedro-Woolley and the Sedro-Woolley school district for joint use of city and school facilities as necessary to accomplish the goals of the parks and recreation elements of the comprehensive plan.

Policy LU11.4: Coordinate and administer a series of community forums to educate community residents about changes occurring within Sedro-Woolley related to growth. Where possible, these forums should be led by citizens.

Goal LU12: To provide local representation and community empowerment.

Policy LU12.1: Ensure constitutional representation on the city council.

Policy LU12.2: File application with the state of Washington to be recognized as a code city.

Policy LU12.3: Reactivate the city’s ward system. Redelineate wards and/or add new wards to reflect the distribution of population. Extend wards to the limits of the UGA.

Policy LU12.4: Within neighborhood wards, encourage residents to organize local improvement districts (LID’s) to repair residential streets. Also encourage residents to participate in community awareness programs, such as blockwatch.

Policy LU12.5: Encourage neighborhood residents to resolve local disputes through neighborhood wards.

Policy LU12.6: Commit to honest, equal citizen participation in city processes. Encourage, respect and reward citizen activism.

Goal LU13: To provide open space buffers within and adjacent to Sedro-Woolley’s Urban Growth Area.

Policy LU13.1: Designate floodplain areas for open space, recreational, and agricultural purposes.

Policy LU13.2: The city shall provide input and coordinate the review of development proposals with Skagit County to ensure the integrity of unincorporated open space within Sedro-Woolley’s urban growth area.

Goal LU14: To preserve Sedro-Woolley’s existing agricultural lands and heritage.

Policy LU14.1: Work to adopt an agricultural preservation overlay zone which reduces development pressure and enhances the long-term viability of existing agricultural uses within the urban growth area. This zone would be enacted upon petition by the property owner and not imposed by the city.

Policy LU14.2: Recognize and promote the benefits of agricultural land which include maintaining open spaces, establishing rural character, preserving view corridors, enhancing wildlife habitat, and providing employment for the residents of Skagit County.

Goal LU15: To resolve conflict between existing agricultural uses and quickly growing residential areas.

Policy LU15.1: Work to develop “Right to Practice Agriculture/Forestry” ordinances which require notification of home buyers adjacent to resource lands or related operations.

Policy LU15.2: Establish a building setback of fifty (50) feet and a tree-planting setback of thirty (30) feet for residential areas along the perimeter of the urban growth area which are adjacent to agricultural areas. Explore the allowance of a density credit for the setback area.

Goal LU16: To protect, sustain and maintain Sedro-Woolley’s critical areas, sensitive areas, and natural resource lands for present and future generations.

Policy LU16.1: Provide necessary funds to identify, inventory, and classify sensitive and critical areas and natural resource lands within the UGA.

Policy LU16.2: Provide the public, staff, and decision making bodies with information pertaining to the identification, classification, and designation of critical areas.

Policy LU16.3: Require, as appropriate, site-specific delineation of sensitive and critical areas by owners/developers of property as part of the development review process.

Policy LU16.4: Provide incentives to encourage the use of environmentally sensitive designs including the use of LID principles, LID best management practices (BMPs) and other means such as cluster housing, which would provide for adequate open space and protection of critical areas.

Policy LU16.5: Promote land use patterns and methods of development that will protect the value of sensitive and critical areas, and prevent hazardous conditions.

Policy LU16.6: Develop funding mechanisms to permit the city acquisition of sensitive/open space areas for the public benefit. Integrate public park and/or trail systems with natural areas where appropriate, but ensure that such uses do not degrade the natural function of these areas.

Policy LU16.7: Coordinate efforts with appropriate Skagit County and state of Washington agencies to provide maximum protection for critical and natural resource areas.

Policy LU16.8: Encourage Development of a Brickyard Creek plan that addresses the creek’s habitat functions, passive recreation uses and stormwater conveyance functions. The plan should address off-site mitigation opportunities in the creek’s riparian area in accordance with the regulations for critical areas – Chapter 17.65 SWMC.

Goal LU17: To control the impacts of development activities on the quality of surface and ground water.

Policy LU17.1: Establish clearing, grading and filling restrictions in areas where such activities will impact water resources and associated habitat areas.

Policy LU17.2: Establish storm water runoff controls including use of the appropriate LID BMPs which prevent erosion, sedimentation, minimize stormwater runoff and discharge of pollutants into natural drainage systems.

Policy LU17.3: Preserve and enhance vegetation including use of appropriate LID Principals to minimize impervious surfaces, minimize vegetation loss, and stormwater runoff as a means of protecting both water quality and wildlife habitat.

Policy LU17.4: Develop construction management practices which reduce the potential for erosion and water quality both during and after land development and construction.

Policy LU17.5: Require future developments to use city sewer facilities whenever feasible rather than septic systems.

Policy LU17.6: Allow wetland or stream alteration when such alterations results in restoration or en-

hancement of functions and values of degraded wetlands and streams.

Policy LU17.7: Maintain or enhance water quality within the Skagit River and its tributaries.

Policy LU17.8: Under no circumstances should hazardous wastes be allowed to contaminate the groundwater, surface water or sewer systems of the city of Sedro-Woolley. Dispose of hazardous wastes only in landfills designated for that purpose.

Policy LU17.9: Coordinate basin-wide surface-wide surface water planning with the Skagit County surface water management department.

Policy LU17.10: Water-courses, wetlands, bodies of water and their shores should be kept in a natural condition where possible, and protected from development impacts through the use of buffers and green spaces.

Policy LU17.11: Conduct an inventory of all significant drainage patterns and make this information available to planners and the public.

Policy LU17.12: Preserve natural; stream environments along the Skagit River and Hansen Creek. Restrict development within two hundred (200) feet of both streams, in compliance with the Shoreline Management Act (SMA).

Goal LU18: To protect steep slopes and unstable soil areas from the impacts of development, and likewise protect development from hazards posed by the steep slopes and unstable soils.

Policy LU18.1: Prohibit or strictly limit development in steep slope and unstable soil areas which pose seismic and/or erosion hazards.

Policy LU18.2: Require geotechnical analysis for developments with steep slopes and/or unstable soil areas to understand the extent of potential hazards.

Policy LU18.3: Adopt construction standards, zoning requirements, and enforcement procedures to protect life, property, and the environment in geologically hazardous areas.

Policy LU18.4: Prohibit or restrict clearing of vegetation in areas which are susceptible to landslides and erosion.

Policy LU18.5: Encourage hillside stabilization and replanting of disturbed slopes in order to prevent erosion and further degradation of steep slopes and unstable soil areas.

Policy LU18.6: Require the use of vegetative buffers to separate areas of development from critical and steep slope areas.

Goal LU19: To preserve, enhance, and promote a high degree of air quality in Sedro-Woolley.

Policy LU19.1: Encourage the use of alternative modes of transportation, such as, carpooling, public transit, walking, and biking, in order to reduce the amount of automobile emissions.

Policy LU19.2: Discourage the use of wood burning as a primary source of household heat and promote alternative heating sources.

Policy LU19.3: Insure that local industries, commercial businesses, and residents comply with state, federal, and local environmental regulations concerning air quality.

Shoreline Management Goals.

The Shoreline Management Act recognizes that the shorelines and the waters they encompass are valuable for economically productive industrial and commercial uses, recreation, navigation, residential amenity, scientific research and education. The SMA also recognizes that they are fragile in that they depend upon balanced physical, biological, and chemical systems that may be adversely altered by natural

forces (earthquakes, volcanic eruptions, landslides, storms, droughts, floods) and human conduct. Sedro-Woolley's Shoreline Goals are intended to acknowledge and balance the conflicting nature of the shoreline use.

The SMA identifies eight program elements that must be addressed (if applicable) to effectuate the policies of the Act: Economic Development, Public Access, Recreational, Shoreline Land Use, Conservation, Circulation, Historic / Cultural / Scientific / Educational and Flood Hazard Management (RCW90.58.100(2)). For each of those program elements, the City of Sedro-Woolley has identified shoreline goals. These goals establish the basis from which the environmental designations, policies, regulations, and administrative procedures of the Shoreline Master Program are developed. The goal statements are listed below under their corresponding shoreline elements and have been reviewed for consistency with the Goals of the Comprehensive Plan.

Specific Shoreline Goals.

1. Shoreline Economic Development Element – Per RCW 90.58.100(2)(a) master programs shall include “an economic development element for the location and design of industries, projects of statewide significance, transportation facilities, port facilities, tourist facilities, commerce and other developments that are particularly dependent on their location on or use of the shorelines of the state.” The city owns the majority of the land within the SMZ. The Sedro-Woolley SMZ does not contain any commercial or industrial development. However, there are a few residential parcels at the edge of the SMZ and a couple industrially zoned parcels that are adjacent to wetlands in the flood plain that may be jurisdictional.

Shoreline Economic Development Goals:

SED1: Promote tourism through park-oriented recreational opportunities in those shoreline areas that can reasonably tolerate such uses during peak use periods

without destroying the integrity and character of the shoreline.

SED2: Increase economic opportunities in Sedro-Woolley by encouraging compatible recreational opportunities within the SMZ as a means to support local businesses.

SED3: Support the continued use of industrial properties for such purposes.

2. Shoreline Public Access Element – Per RCW 90.58.100(2)(b) master programs shall include “a public access element making provision for public access to publicly owned areas.” The majority of the Sedro-Woolley SMZ is publicly owned. Public access is a major part of the shoreline plan.

Shoreline Public Access Goals:

SPA1: Increase and enhance public access to publicly-owned shoreline areas so the public may enjoy the amenities of the shoreline, consistent with the natural shoreline character, private rights, and public safety.

SPA2: Integrate public access to shorelines as a part of a public recreational system throughout Sedro-Woolley and Skagit County.

SPA3: Maintain the existing water access such as the boat launch and develop additional pedestrian-only river access.

3. Shoreline Recreation Element – Per RCW 90.58.100(2)(c) master programs shall include “a recreational element for the preservation and enlargement of recreational opportunities, including but not limited to parks, tidelands, beaches, and recreational areas.”

Shoreline Recreation Goals:

SR1: Encourage diverse, water-oriented recreational opportunities in those shoreline areas that can reasonably tolerate such uses during peak use periods without destroying the integrity and character of the shoreline.

SR2: Maintain and improve Riverfront Park and adjacent recreational lands as a regional recreational destination.

SR3: Create public access to the Skagit River through the park and trail system that will not endanger life or property, nor impair the rights of owners of private property in the SMZ.

4. Shoreline Circulation Element – Per RCW 90.58.100(2)(d) master programs shall include “a circulation element consisting of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other public utilities and facilities, all correlated with the shoreline use element.”

Shoreline Circulation Goals:

SC1: Encourage routes for non-motorized transportation to and throughout the city-owned shoreline resources.

SC2: Maintain safe, reasonable, and adequate vehicular, bicycle, and pedestrian circulation systems to shoreline.

SC3: Maintain the existing circulation system through the SMZ while ensuring that routes accessing the SMZ will have the least possible adverse effect on unique or fragile shoreline features and existing ecological systems, and, when possible, contribute to the functional and visual enhancement of the shoreline.

5. Shoreline Land Use Element – Per RCW 90.58.100(2)(e) master programs shall include “a use element which considers the proposed general distribution and general location and extent of the use on shorelines and adjacent land areas for housing, business, industry, transportation, agriculture, natural resources, recreation, education, public buildings and grounds, and other categories of public and private uses of the land.”

Shoreline Land Use Goals:

SLU1: Promote land and water uses that will honor the existing and ongoing human uses and protect the natural environment as intended by the Shoreline Management Act.

SLU2: Promote land and water uses consistent with the SMA, the Sedro-Woolley Comprehensive Plan, and Sedro-Woolley Zoning Code.

6. Shoreline Conservation Element – Per RCW 90.58.100(2)(f) master programs shall include “a conservation element for the preservation of natural resources, including but not limited to scenic vistas, aesthetics, and vital estuarine areas for fisheries and wildlife protection.”

Shoreline Conservation Goals:

SCO1: Comply with SMA rules regarding restoration of areas which are biologically and aesthetically degraded to the greatest extent feasible while maintaining appropriate use of the shoreline.

SCO2: Protect and preserve the unique and nonrenewable resources and amenities of the shoreline for the use and enjoyment of present and future generations.

7. Historic/Cultural/Scientific/Educational Element – Per RCW 90.58.100(2)(g) master programs shall include “an historic, cultural, scientific, and educational element for the protection and restoration of buildings, sites, and areas having historic, cultural, scientific, or educational values.”

Shoreline Historical/Cultural/Scientific/Educational Goals:

SH1: Identify, protect, preserve, and restore important archaeological, historical, and cultural sites located in the city’s SMZ for their educational and scientific value, as well as for the recreational enjoyment of the general public.

SH2: Encourage organized educational projects and programs that use the city-owned shoreline resources.

8. Flood Hazard Management Element – Per RCW 90.58.100(2)(h) master programs shall include “an element that gives consideration to the statewide interest in the prevention and minimization of flood damages.”

Flood Hazard Management Goals:

FHM1: Comply with and complement the city’s Flood Damage Prevention regulations found in Chapter 17.66 SWMC.

FHM2: To safely accommodate compatible uses in the flood plain and flood way while protecting integrity and character of the shoreline.

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**Appendix A -
Buildable Lands and Land Capacity Analysis
Report and addendum memo**

**Appendix B -
The Center for Innovation and Technology
Subarea Plan (S.W.I.F.T. Center Subarea
Plan)**